

CMS Library
C2-07-13
7500 Security Blvd.
Baltimore, Maryland 21244

GOVERNMENT REFORM AND SAVINGS ACT OF 1993

NOVEMBER 15, 1993.—Ordered to be printed

Mr. ROSE, from the Committee on House Administration,
submitted the following

R E P O R T

[To accompany H.R. 3400 which on October 28, 1993, was referred jointly to the following committees for a period ending not later than November 15, 1993: Agriculture, Armed Services, Banking, Finance and Urban Affairs, Education and Labor, Energy and Commerce, Foreign Affairs, Government Operations, House Administration, the Judiciary, Merchant Marine and Fisheries, Natural Resources, Permanent Select Committee on Intelligence, Post Office and Civil Service, Public Works and Transportation, Science, Space, and Technology, Veterans' Affairs, and Ways and Means]

[Including cost estimate of the Congressional Budget Office]

The Committee on House Administration, to whom was referred the bill (H.R. 3400) to provide a more effective, efficient, and responsive government, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment (stated in terms of the page and line numbers of the introduced bill) is as follows:

Page 150, strike out line 1 and all that follows through page 157, line 8 (title XIV), and insert in lieu thereof the following new title:

TITLE XIV—REINVENTING SUPPORT SERVICES

SEC. 14001. SHORT TITLE.

This title may be cited as the "Government Information Dissemination and Printing Improvement Act of 1993".

SEC. 14002. TRANSFER OF FUNCTIONS.

(a) **PUBLIC PRINTER.**—The position of Public Printer and all functions of the position of Public Printer (other than functions of the Superintendent of Documents) under title 44, United States Code, or any other provision of law are transferred from the legislative branch of the Government to the executive branch of the Government.

(b) **SUPERINTENDENT OF DOCUMENTS.**—The position of Superintendent of Documents and all functions of the position of Superintendent of Documents under title 44, United States Code, or any other provision of law are transferred to the Library of Congress and shall be carried out by the Superintendent of Documents under the direction of the Librarian of Congress. The Superintendent of Documents shall be appointed by, and serve at the pleasure of, the Librarian of Congress.

(c) **REVOCATION OF CHARTERS.**—All printing plant charters authorized under section 501 of title 44, United States Code, are revoked.

(d) **EFFECTIVE DATE.**—The transfer under subsection (a) and the revocation under subsection (c) shall each take effect 2 years after the date of the enactment of this title. The transfer under subsection (b) shall take effect one year after the date of the enactment of this title.

SEC. 14003. GOVERNMENT PUBLICATIONS TO BE AVAILABLE THROUGHOUT THE GOVERNMENT.

All Government publications shall be available throughout the Government to any department, agency, or entity of the Government for use or redissemination.

SEC. 14004. INVENTORY AND FURNISHING OF GOVERNMENT PUBLICATIONS.

Each department, agency, and other entity of the Government shall—

(1) establish and maintain a comprehensive inventory of its Government publications;

(2) make such inventory available through the electronic directory under chapter 41 of title 44, United States Code; and

(3) in the form and manner prescribed by the Superintendent of Documents, furnish its Government publications to the Superintendent of Documents.

SEC. 14005. ADDITIONAL RESPONSIBILITIES OF THE PUBLIC PRINTER.

(a) **IN GENERAL.**—The Public Printer shall, with respect to the executive branch of the Government and the judicial branch of the Government—

(1) use all necessary measures to remedy neglect, delay, duplication, and waste in the public printing and binding of Government publications, including the reduction and elimination of internal printing and high-speed duplicating capacities of departments, agencies, and entities;

(2) prescribe Government publishing standards, which, to the greatest extent practicable, shall be con-

sistent with the United States Government Printing Office Style Manual;

(3) prescribe Government procurement and manufacturing requirements for printing paper and writing paper, which, to the greatest extent practicable, shall be consistent with Government Paper Specification Standards;

(4) authorize the acquisition and transfer of equipment requisitioned by publishing facilities authorized under section 501 of title 44, United States Code;

(5) authorize the disposal of such equipment pursuant to section 312 of title 44, United States Code; and

(6) establish policy for the acquisition of printing, which, to the greatest extent practicable, shall be consistent with (A) Printing Procurement Regulation (GPO Publication 305.3), (B) Government Printing and Binding Regulations (JCP No. 26), and (C) Printing Procurement Department Instruction (PP304.1B).

(b) **POLICY STANDARDS.**—The policy referred to in subsection (a)(6) shall be formulated to maximize competitive procurement from the private sector. Government in-house printing and duplicating operations authorized under section 501 of title 44, United States Code, or otherwise authorized by law, may be used if they provide printing at the lowest cost to the Government, taking into consideration the total expense of production, materials, labor, equipment, and general and administrative expense, including all levels of overhead.

SEC. 14006. ADDITIONAL RESPONSIBILITIES OF THE SUPERINTENDENT OF DOCUMENTS.

(a) **GOVERNMENT PUBLICATIONS TO BE FURNISHED TO THE SUPERINTENDENT OF DOCUMENTS.**—If a department, agency, or other entity of the Government publishes a Government publication, the head of the department, agency, or entity shall furnish the Government publication to the Superintendent of Documents not later than the date of release of the material to the public.

(b) **DISSEMINATION OR REPUBLICATION.**—In addition to any other dissemination provided for by law, the Superintendent of Documents shall disseminate or republish Government publications, if, as determined by the Superintendent, the dissemination by the department, agency, or entity of the Government is inadequate. The Superintendent shall have authority to carry out the preceding sentence by appropriate means, including the dissemination and republication of Government publications furnished under subsection (a), with the cost of dissemination and republication to be borne by the department, agency, or entity involved.

(c) **COST.**—The cost charged to the public by the Superintendent of Documents under subsection (b) for any Government publication (whether such Government publication is made available to the public by a department, agency, or entity of the Government, or by the Superintendent

of Documents) may include the incremental cost of dissemination, but may not include any profit.

SEC. 14007. DEPOSITORY LIBRARIES.

In addition to any other distribution provided for by law, the Superintendent of Documents shall make Government publications available to designated depository libraries and State libraries. The Superintendent shall have authority to carry out the preceding sentence by appropriate means, including the dissemination and republication of Government publications furnished under section 14006(a), with the cost of dissemination and republication to be borne by the department, agency, or entity involved.

SEC. 14008. DEFINITIONS.

As used in this title—

- (1) the term "Government publication" means any informational matter that is published at Government expense, or as required by law; and
- (2) the term "publish" means, with respect to informational matter, make available for dissemination.

PURPOSE AND BRIEF SUMMARY OF BILL

The purpose of this legislation is to improve Government performance in the areas of printing, high speed duplicating, and information dissemination. The Amendment allows the Executive Branch maximum control over publishing, and procurement of publishing, for the Executive and Judicial Branches of Government. The Government Printing Office production and procurement functions will be transferred to the President. The Congress will maintain its traditional role as disseminator of information to the public through the statutory requirements of Title 44 for both the Depository Library and the Superintendent of Documents Sales Programs. Title XIV of H.R. 3400, as amended, places new statutory requirements on the Superintendent of Documents (SUDOCs), who remains inside the Legislative Branch and will report to the Librarian of Congress. These provisions recognize and require that SUDOCs assure that no documents are "fugitive" from the Sales and Depository Library Programs, and gives SUDOCs the responsibility to identify any matter that is published by an agency, in whatever form, and make that information available to the public through the programs the SUDOCs oversees. As a result of the restructuring contemplated in the Committee amendment, the current oversight structure must be reevaluated in subsequent legislation.

DISCUSSION

The Committee on House Administration seeks to enhance public access to Government information in whatever form that information might be found. The Committee amendment to Title XIV, Reinventing Support Services, encourages decentralized information dissemination by Executive Branch agencies to the public. It also requires a central access point to all Government publications through the Superintendent of Documents system of electronic access under chapter 41 of Title 44. The Committee finds that the

Federal Government increasingly receives, generates, and handles public information in electronic form, that Government possession of public information in electronic form has stimulated interest in public accessibility of that information through electronic networks, and that for substantial numbers of Federal electronic databases, public access is limited by the difficulty and high cost of locating and accessing the data.

The Committee believes that public access to public electronic information will be greatly enhanced by providing 1. an electronic directory of Federal public information stored electronically and an electronic system of access for dissemination of such information, and 2. increased coordination between the SUDOCs and other Federal agencies in developing standards and formats for dissemination of Federal public information stored electronically.

The Committee believes that the Office of the Superintendent of Documents at the Library of Congress is an appropriate Federal organization to further access to electronic public information of the Federal Government and that information made available through the access program should be provided without charge to Federal depository libraries and be priced at the incremental cost of dissemination for other subscribers.

SECTION-BY-SECTION EXPLANATION OF BILL

Summary: Amendment to Title XIV, H.R. 3400; "Government Information Dissemination and Printing Improvement Act of 1993."

Section 41001. Short title.

Section 14002. Transfer of functions.

- (a) Transfers the Public Printer (GPO), other than the Superintendent of Documents (SUDOCs), from the Legislative branch to the Executive branch 2 years after the date of enactment.*

Section 14002 of H.R. 3400 as amended transfers the Government Printing Office, the Public Printer, and the responsibilities of that office under Title 44 to the Executive Branch, effective two years after the date of enactment. This period will allow the orderly transfer of the Government Printing Program to the Executive. It will also allow sufficient time for Congress to contract with the GPO for the continuing needs of the Legislative Branch. The GPO will promulgate regulations and submit to the Congress supplemental regulation that will assure that employees of the GPO who are being transferred to the Executive Branch do not lose status or benefit as a result of the transition.

Furthermore, the Joint Committee on Printing (JCP), using its statutory authority under Title 44, will maintain the existing pay differentials and compensation benefits that are currently in force at GPO. The JCP recognizes the superb service the GPO has provided to the Congress historically, and must be assured that the employees who will continue to do Congress' work are fairly compensated. In addition, deference must be given to the unique and irregular job structure at GPO designed to accomplish the work of the Congress.

(b) Transfers SUDOCs to the Library of Congress 1 year after the date of enactment.

The SUDOCs will be transferred to the Library of Congress, and will exist as a distinct but integrated function under the Librarian. The bill requires SUDOCs to maintain its current relationship with GPO, continuing to purchase documents to meet the requirements of the programs it operates. The bill also envisions the Library using its considerable talents and relationships with the nation's libraries to promote a fully coordinate program that will realize in its entirety Congress' obligation to inform the public of the activities of the Government.

(c) Revokes charters for all field printing plants authorized by the JCP 2 years after the date of enactment.

The bill moves the GPO to the Executive primarily so that efficiencies that exist will not be lost. The central printing and procurement functions of GPO are essential to the accomplishment of that task and must work in tandem for the taxpayer to realize the great benefit from the Federal Printing Program. Over the past twenty years, the Executive Branch has gone far beyond the authority granted to them through the specific licensing of in-plant printing and high speed duplicating facilities by the JCP. Section 501 of Title 44 clearly contemplates that one central printer will exist, except where provided for by exception or waiver. H.R. 3400 as amended revokes all in-plant printing and high speed duplicating facility charters no later than two years after enactment. On that date, the Public Printer is given powers to, on a limited basis, grant production requests to agencies for in-house operations. This waiver will occur after careful analysis of the agency's needs, and will be bound by the direction in this law that the printing must be accomplished at less cost than is possible through the private sector. H.R. 3400 as amended gives the Public Printer the ability to examine any high speed replication facility, regardless of whether it was a licensed plant, and require that the work of the agency be accomplished in the most cost-effective manner possible. The Committee urges the consideration of external contractors who can blend data, imaging, and publishing in a single term contract that will reduce the need for the Government to acquire costly and quickly obsolete technologies in the intensively competitive publishing arena.

Section 14003. Government publications to be available throughout the Government.

Prohibits exclusive dissemination arrangements which prevent any entity of the Government from using or redisseminating Government publications.

Section 14003 of the bill states as a matter of policy that publications that are required to be made available to Congress shall also be made available to other Government agencies at no cost and without restriction. It eliminates the practice of the Government buying back its own information, by requiring an agency to furnish another requesting agency with its Government publications.

Section 14004. Inventory and furnishing of Government publications.

Requires each entity of the Government to—

- (1) establish and maintain a comprehensive inventory of its Government publications;
- (2) make such inventory available through the SUDOC electronic directory;
- (3) furnish its Government publications to SUDOC in the form and manner prescribed by SUDOC.

The GPO Access Legislation, P.L. 103-40, required SUDOC to establish and maintain an electronic directory of Federal public information stored electronically, a system of online access to the Congressional Record, the Federal Register, and other publications distributed by SUDOC that he or she considers appropriate for distribution over this system, and an electronic storage facility for Federal electronic information provided in this system of access.

Section 14004(1) requires that every agency develop an inventory of its publications and keep that inventory updated.

Section 14004(2) requires each agency to make this inventory available to the Congress.

Section 14004(3) requires each agency to provide the Congress with a copy of each of its publications, in a manner prescribed by the SUDOC to be made available as envisioned in Chapter 41 of Title 44. This requirement is in keeping with the traditional role of the Library of Congress as an archive for all Government publications, to serve both the legislative business of the Congress, and the public at large.

The Committee wishes to complement the excellent work that is currently being done in the Executive Branch in the area of locator development, and to further encourage development of standards as is currently being done in coordination with the Office of Information and Regulatory Affairs. The Information Policy Committee that is currently evaluating ways in which to create an accessible environment for publications of the Government should consult SUDOC to assure that the manner in which the Executive Branch is attempting to increase public access is in harmony with the requirements the SUDOC will place on the agencies for the manner publications will be delivered to SUDOC.

The Committee recognizes that the key to successful implementation of the bill's provisions is the continued strengthening of cooperative arrangements between the GPO and the agencies of the Executive Branch to the benefit of all concerned. In all phases of the planning, implementation, and evaluation of the electronic directory, system of online access, and the electronic storage facility, including its location, SUDOC is directed to consult widely with users and other providers of services similar to those provided under this legislation. Those with whom consultation is required include end-users, such as businesses, journalists, students, analysts, lawyers, historians, nonprofit groups, and the Congress itself, as well as depository and other libraries, communications firms, and information vendors. GPO is encouraged to ask for comment through notice on electronic bulletin boards as well as through more traditional means such as notices in the Federal Register.

Section 14005. Additional responsibilities of the Public Printer.

(a) The Public Printer shall, with respect to the Executive and Judicial Branches—

(1) remedy neglect, delay, duplication, and waste, including the reduction and elimination of internal printing and high speed duplicating capacities of departments, agencies, and entities;

(2) prescribe Government publishing standards consistent with the "GPO Style Manual";

(3) prescribe procurement and manufacturing requirements for printing paper and writing paper, consistent with the "Government Paper Specification Standards";

(4) authorize the acquisition or transfer of equipment requisitioned by field printing plants authorized by JCP;

(5) authorize the disposal of such equipment;

(6) establish policy for the acquisition of printing consistent with Printing Procurement Regulations (Contracting), Government Printing and Binding Regulations, and GPO Printing Procurement Department Instructions (Posting of Solicitations);

Section 14005(a) transfers many of the historic functions of the JCP to assure compliance with the Federal Printing Program as outlined in Title 44. While no Constitutional claim has been made against the jurisdiction of JCP and its authorities under Title 44, H.R. 3400 as amended shifts many of those duties to the Public Printer. The sophistication of publishing systems has grown over the years, and in recognition of the integrated environment in which printing is accomplished, the Committee feels that the central authority to provide expert advice and to regulate many of the areas should rest with the Public Printer. To this Level 3 appointee of the President, unremovable by the Congress, the JCP transfers waiver, acquisition approval, style control, and other responsibilities.

The JCP has historically been the protector of the Government printing style and has used its remedial powers to stop wasteful printing of high gloss publications by Government officials. The Committee in this legislation charges the Public Printer with those responsibilities and expects that the standards set by the JCP, as reflected in the Printing and Binding regulations of the Federal Government and the Government Style Manual, be followed. The terms "user friendly" and "impactful" have in the past reflected a significant cost increase of transmitting Government information when a waiver has been granted to the Executive Branch. The Committee expects that waivers would be resisted except for the most compelling of circumstances.

(b) Policy Standards—the policy in (a)(6) shall be formulated to maximize competitive procurement from the private sector. Requires in-house printing and duplicating operations to compete for such procurement.

The Committee concurs in the National Performance Review recommendations in that it seeks to encourage competition between GPO, private companies, and agencies' in-house publishing operations.

H.R. 3400 as amended places the GPO publishing assets, together with its procurement assets, in the Executive Branch. It is imperative that the Public Printer have at his or her disposal the ability to make "buy or make" decisions for the entire Government. The existence of central procurement and printing is important to the ongoing success of the GPO in accommodating the workload of the Federal Government in a cost-efficient manner. Government publishing is not like buying toasters or computers. Each one of the hundreds of thousands of jobs procured through the GPO is a custom one. It takes Government experts negotiating with a wide range of printers with varying capabilities to get the best price for the Government. The current procurement system buys printing for the Government at well below market rates and is perhaps a model for procurement for the remainder of the Government. With specialized and historic contract knowledge and a specialized Inspector General and contract compliance office behind them, approximately 500 people buy nearly 700 million dollars worth of printing for the Government, with the average job size under 1000 dollars. The private sector and the taxpayer are the beneficiaries of the well-run procurement structure at GPO. H.R. 3400 as amended continues that relationship and enhances it by eventually shutting down the costly in-house printing and high speed duplicating centers in the Government in favor of more private sector competitive bidding.

Inherent in any competitive bid system is the opportunity for inequities to exist and misconduct to flourish. The Committee directs that rather than the Federal Acquisition Regulations, the GPO should follow its existing regulatory and rule-making system. It is noted that the current GPO system provides 95% on-time delivery of the right product to the agencies with no hint of contract irregularity over the execution of hundreds of thousands of contractual arrangements. The private printers of this nation are currently encouraged to bid on Government work and nearly 10,000 are regularly engaged in this undertaking. Fundamental to this competitive environment is the posting of bids by the central printer for access to all. This system assures wide distribution of the opportunity to do work for the Government and guarantees competitive, low prices. H.R. 3400 as amended requires that this system continue and that maximum private sector access be provided to do the Government's publishing procurement.

Section 14006. Additional responsibilities of the Superintendent of Documents.

(a) If an entity of the Government publishes a Government publication, it shall be furnished to SUDOCs.

Section 14006 assigns additional tasks to the SUDOCs as he or she reports to the Librarian of Congress, an appointee of the President. SUDOCs will be charged with accumulating Government publications for use by the Congress, and with subsequently making that information available to the public. Section 14006(a) facilitates these tasks by requiring agencies to provide their publications to SUDOCs.

(b) SUDOCs shall disseminate or republish Government publications if SUDOCs determines that dissemination is inadequate, with the cost to be borne by the entity involved.

Congress, in establishing the Depository Library Program and the SUDOCs Sales Program, wanted to achieve low cost or no cost delivery of Government publications to the public. The advent of multimedia devices for replication of publications, as well as Executive Branch non-compliance, has led to a deplorable situation of "fugitive" documents that are not available to the public. H.R. 3400 gives broad powers to the SUDOCs to cure this through a variety of measures. The SUDOCs is to continue to carry out the Depository Library Program as required by Title 44. The SUDOCs will also make determinations as to whether Executive and Judicial Branch dissemination compliance is in keeping with the spirit and letter of Title 44 and, where it is not, remedy the situation at the expense of the initiating agency. The Committee encourages the wide dissemination of databases, imaging products, CD-ROMs, and other published materials to the public at the incremental cost of disseminating these publications. H.R. 3400 as amended requires that if in the SUDOCs' sole opinion, the public does not have adequate access to an agency's publication, SUDOCs will remedy and charge the agency. Current law provides that SUDOCs "rides" orders from Executive and Judicial Branch entities for purposes of satisfying Depository Library Program and Sales Program requirements. This practice will not change; however, it will be accomplished by SUDOCs, which will be reimbursed by the issuing agency. Congress should not pay the creation and dissemination costs for agencies. Congress should assure that dissemination in accordance with the law is carried out under sections 1902 and 1903 of Title 44 and, if not, remedy the situation and charge the agency.

The Committee notes that nothing in the bill authorizes SUDOCs to impose conditions or requirements on the creation, dissemination, redissemination, use or reuse of Federal electronic information or electronic directories by Federal agencies or the public. A primary purpose of this bill is to increase the public's access to public information of the Federal Government in electronic form. Many Federal agencies already make information available to the public without restriction, both online and on magnetic media. The Committee expects such arrangements to continue in a non-discriminatory fashion.

(c) The cost charged to the public by SUDOCs may include the cost of dissemination, but may not include any profit.

All available evidence suggests that there are enormous economies of scale in providing online access to information. The most important costs of online information systems are the costs of storing the data and developing the software for data retrieval. Publishing agencies, including the Congress, will continue to fund the initial publishing costs from their appropriations as they do with current electronic products. Providing public access to these products online, however, will require some additional user support activities such as providing copies of file documentation, conducting training classes, and offering telephone assistance. Such costs of expanded access to the system and the online charges, however, are among the incremental costs to be charged to users. The incremental costs of dissemination are not intended to include any costs incurred in disseminating the information to depository libraries free of charge. Those costs are to be defrayed by appropriated funds just

as they are in the dissemination of printed materials to the depositories.

Section 14007. Depository libraries.

The SUDOCs shall make Government publications available to depository libraries and shall have the authority to recoup the costs of such dissemination.

H.R. 3400 as amended maintains the Depository Library System, and section 14007 recognizes the System as one way for SUDOCs to disseminate agency information.

Section 14008. Definitions.

As used in this title—

(1) the term "Government publication" means any informational matter that is published at Government expense, or as required by law; and

(2) the term "publish" means, with respect to informational matter, make available for dissemination.

COMMITTEE ACTION

On November 10, 1993, by voice vote, a quorum being present, the Committee agreed to a motion to report the bill, as amended, favorably to the House.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 2(1)(3)(A) of rule XI of the Rules of the House of Representatives, the Committee states that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

STATEMENT ON BUDGET AUTHORITY AND RELATED ITEMS

The bill does not provide new budget authority, new spending authority, new credit authority, or an increase or decrease in revenues or tax expenditures and a statement under clause 2(1)(3)(B) of rule XI of the Rules of the House of Representatives and section 308(a)(1) of the Congressional Budget Act of 1974 is not required.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 2(1)(3)(C) of rule XI of the Rules of the House of Representatives, the Committee sets forth the following estimate and comparison prepared by the Director of the Congressional Budget Office under section 403 of the Congressional Budget Act of 1974:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, November 15, 1993.

Hon. CHARLIE ROSE,
Chairman, Committee on House Administration, House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for the amendment to H.R. 3400,

the Government Reform and Savings Act of 1993, as ordered reported by the Committee on House Administration on November 10, 1993. Enactment of this amendment would not affect direct spending or receipts. Therefore, pay-as-you-go procedures would not apply to this bill.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

ROBERT D. REISCHAUER, *Director*.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: Title XIV, H.R. 3400.
2. Bill title: Government Reform and Savings Act of 1993, Title XIV—Reinventing Support Services.
3. Bill status: As ordered reported by the Committee on House Administration on November 15, 1993.
4. Bill purpose: To improve the dissemination of information and printing procedures of the government.
5. Estimated cost to the Federal Government: This cost estimate reflects the extent to which the proposed amendments would change the estimated budgetary impact of H.R. 3400, as introduced on October 28, 1993.

[By fiscal year, in millions of dollars]

	1994	1995	1996	1997	1998
Estimated authorization of appropriations	0	0	-69	-94	-98
Estimated outlays	0	0	-52	-84	-94

Basis of estimate: Currently, executive agencies meet most of their printing requirements through commercial sources, the Government Printing Office (GPO), and their own printers. In its review of government programs, the National Performance Review (NPR) targeted the agencies' own printers for budgetary savings and would require agencies to obtain printing services costing under \$2,500 from either commercial sources or the GPO, instead of their own in-house facility. These proposals were included as Title XIV of H.R. 3400 as introduced. CBO estimates that savings from the Administration's proposals would equal \$28 million between 1994 and 1998.

The Committee's amendment would replace the Administration's proposals with provisions offering greater savings. Section 14002 of the amendment would close most of the agencies' printing facilities by repealing the authorizations for such in-house printing. Savings of \$69 million would occur in 1996 with five-year savings equal to \$262 million. The Defense Department operates about 80 percent of the printing facilities affected by this amendment. The Defense Printing Service (DPS) budget for 1995 is \$308 million, but \$131 million of this amount pays for the services of the GPO. The estimate assumes that about 10 percent of the remaining DPS workload is printing classified documents—a function it would retain. Thus, DPS printing costs of about \$160 million per year would be affected by the amendment.

The budget impact of the amendment includes the cost of buying printing services from other sources. Based on a survey done in the

Washington area, the GAO concluded that these other sources can print government documents at half the cost of the DPS. The estimate uses this conclusion to arrive at a new budget impact of the amendment. The amounts shown in the table also are net of the savings estimated for H.R. 3400 as introduced.

DPS and other agency printing operations would be eliminated two years after enactment, which is assumed to be January 1, 1994. Thus, there would be no savings in either 1994 or 1995. Savings for 1996 would be three-quarters of the annual amount; full-year savings would occur in 1997 and 1998. (The estimate assumes that federal employment would be reduced; if these savings are counted against other provisions of H.R. 3400 dealing with the size of the federal workforce then the incremental savings of the amendment would be about 44 percent less than shown in the table and would equal total savings of \$147 million by 1988.)

It is possible that the numbers in the table overstate the savings from this amendment. Some in the Administration argue that the DPS has plan for capital investments and other improvements that would reduce costs relative to current practice. CBO is unable to determine whether the plans will come to fruition and will have the beneficial impact claimed for them. It is also possible that the time to realize net benefits from any investments may extend beyond the time period for this estimate.

Finally, the amendment would change certain procedures regarding the dissemination of information, such as improving procedures for inventory and provision of government publications. These provisions have little or no cost impact.

6. Pay-as-you-go considerations: The Balanced Budget and Emergency Deficit Control Act of 1985 sets up pay-as-you-go procedures for legislation affecting direct spending or receipts through 1998. The amendment would not affect direct spending or receipts. Therefore, this bill has no pay-as-you-go implications.

7. Estimated cost to State and local governments: None.

8. Estimate comparison: None.

9. Previous CBO estimate: None.

10. Estimate prepared by: Lisa Siegel.

11. Estimate approved by: C. G. Nuckols, Assistant Director for Budget Analysis.

OVERSIGHT FINDINGS OF COMMITTEE ON GOVERNMENT OPERATIONS

The Committee states, with respect to clause 2(1)(3)(D) of rule XI of the Rules of the House of Representatives, that the Committee on Government Operations did not submit findings or recommendations based on investigations under clause 4(c)(2) of rule X of the Rules of the House of Representatives.

INFLATIONARY IMPACT STATEMENT

In compliance with clause 2(1)(4) of rule XI of the Rules of the House of Representatives, the Committee states that the bill will have no inflationary impact on prices and costs in the operation of the national economy.

CMS Library

C2-07-13

7500 Security Blvd.

Baltimore, Maryland 21244

CMS LIBRARY



3 8095 00010074 9